

## MINUTES

### CITY PLAN COMMISSION/ARCHITECTURAL REVIEW BOARD

AUGUST 18, 2008

The City Plan Commission/Architectural Review Board of the City of Clayton, Missouri, met upon the above date at 5:30 p.m., Chairman Harold Sanger presiding. Upon roll call, the following responded:

#### Present:

Chairman Harold Sanger  
Steve Lichtenfeld, Aldermanic Representative  
Craig Owens, City Manager  
Jim Liberman  
Marc Lopata  
Ron Reim

#### Absent:

Scott Wilson

#### Also Present:

Kevin O'Keefe, City Attorney  
Catherine Powers, Director of Planning & Development Services  
Jason Jaggi, Planner

Chairman Sanger welcomed everyone to the meeting and asked that conversations not take place during the meeting and that all cell phone and pager ringers be turned off.

#### MINUTES

The minutes of the regular meeting of August 4<sup>th</sup>, 2008 were presented for approval. The minutes were approved, after having been previously distributed to each member.

#### MONUMENT SIGN – COMMERCIAL – 7801-05 CLAYTON ROAD

Mr. John Zebo with Adler Custom Signworks, sign contractor, was in attendance at the meeting.

Catherine Powers explained that the proposed aluminum and red brick 20.2 square foot, double-faced monument (ground) sign will be located in the front lawn of the building, fronting Clayton Road. This sign will contain four tenant panels in addition to the building

addresses located at the top of the sign. The illuminated sign face, measuring approximately 14 square feet, will be brushed aluminum and black aluminum plates, with white lettering. The lettering will be routed out and pushed through acrylic letters for a higher quality appearance. The sign will be placed in the existing landscaped area, within the front yard. Catherine indicated that staff believes the design of the sign is of high quality and the size meets the requirements of the Sign Ordinance. Staff also believes that the sign will mesh well with the materials and architecture of the existing building and recommends approval with the condition that the applicant apply for and receive a Sign Permit prior to installation.

Jim Liberman asked if the sign meets the City's Sign Ordinance.

Catherine Powers replied "yes".

Jim Liberman commented that there is a lot of signage for this building already. He asked if it is acceptable to have a monument sign for a 2-story building.

Catherine Powers replied "yes".

Mr. Zebo commented that it is a high traffic area and that the sign will provide better identification.

Jim Liberman asked if there are other monument signs along Clayton Road.

Chairman Sanger replied "yes". He indicated that there is one a little further to the west.

Steve Lichtenfeld asked if the property line is at the sidewalk line.

Jason Jaggi indicated that it is probably a little further in. He stated that staff could look into that, but that a site plan was not presented for this proposal.

Being no further questions or comments, Steve Lichtenfeld made a motion to approve per staff recommendation and verification of property line. The motion was seconded by Ron Reim and unanimously approved by the Board.

#### REPLACEMENT FENCE – 500 S. HANLEY ROAD (WESTWAY CLEANERS)

Catherine Powers explained that the applicant is proposing to install a three (3) foot tall white vinyl privacy fence along the north and east sides of the surface parking lot. The fence will be replacing a wooden one that is in need of replacement. Catherine noted that the existing fence has been cited during a property maintenance inspection. She stated that the fence will be fastened on top of an existing concrete wall, with an average height of twenty-four (24) inches. The total height of the wall and fence would be five (5) feet tall. The proposed fence along the east side of the parking lot will continue to provide screening from residences behind the business. The proposed fence will also serve as a safety mechanism, for the east side of the property sits on atop a steep

retaining wall. The north side of the property contains many Holly trees that rest against the current fence. In order to ensure the integrity of the new fence, the holly trees should be trimmed. Catherine indicated that staff believes the style of the proposed fence is compatible with the surrounding area and will continue to serve as a visual buffer for the adjacent residential area; although staff would prefer a wood material; however, due to the small height of the fence; vinyl is acceptable if the color is changed to tan or beige, which staff believes would be more compatible with the area and therefore, staff recommends approval with the following conditions:

1. That a more compatible fence color be chosen, such as tan or beige,
2. That Holly trees remain and be trimmed, and
3. That the applicant obtain a fence permit prior to installation.

No one was in attendance to make the presentation.

Jim Liberman asked if this Board has approved a vinyl fence in the past.

Catherine Powers indicated that she did not believe so; however, vinyl fences are not prohibited in Clayton.

Chairman Sanger suggested holding off on this to see if the applicant shows up later.

#### CONCEPTUAL REVIEW – CENTENE PROJECT (GARAGE ONLY) 7716-36 FORSYTH BOULEVARD

Marc Lopata recused himself from the meeting. Note that he left the member table and did not participate in any discussion with regard to this item.

Mr. Bob Wislow, Chairman and CEO of U.S. Equities, was in attendance at the meeting. Also in attendance was Tim Gaidis of HOK (project architectural firm).

Catherine Powers indicated that this is a request for conceptual review of the design and materials associated with a 13-level parking structure consisting of 8 levels in Phase I and the addition of 5 levels in Phase II addressed as 7716-7736 Forsyth Boulevard and currently occupied by smaller retail and commercial buildings. The proposed parking structure will feature ground floor retail consisting of aluminum and glass storefront windows with awnings above the windows. There will be a 10 foot step back above the retail before the start of the parking garage. The CBD Core Overlay District requires a 15 foot step back so this reduced step back will require a waiver as part of the Special Development District (SDD) approval. The proposed garage will measure 312.4 feet horizontally which is 43% of the block frontage and will be approximately 72 feet vertically for Phase I. That height will increase to 117 vertical feet (as measured from Forsyth elevation to the top of the highest pre-cast panel) in Phase II. The garage will accommodate 1,178 parking spaces in Phase I and 1,947 spaces after completion. The gross square

footage of the garage is 653,015 square feet. The exterior of the garage is pre-cast concrete with horizontal indentations. The garage entry will also be pre-cast concrete with translucent horizontal Polygal panels. The stair tower facing Forsyth Court will also feature translucent polygal canopies above each level of the stairwell. Catherine indicated that this parking garage will occupy 43% of this block of Forsyth Boulevard and because of its length and height, will define this portion of Clayton's "ceremonial street" for decades to come. Catherine stated that staff is concerned that the garage, as presented, appears massive compared to the surrounding area. This effect could be reduced by integrating architectural elements that will provide greater articulation of the façade. Additionally, it is staff's opinion that the garage appears from the plans to be a standard concrete garage design similar to many located in downtown St. Louis. However, this garage is very visible on the Forsyth street frontage since it occupies 312 linear feet of the 730 foot block frontage and represents 43% of the block. The Centene office tower is only 125 linear feet or 17% of the block, so the garage will dominate the street frontage. The height also contributes to the mass of this structure. For comparison purposes, the garage is 117 feet in height whereas the Crescent measures 109 feet in height. Catherine stated that staff understands the developer's desire for simplicity, but feels that more detail and architectural interest would help to alleviate the mass and make the structure an architectural presence in its own right while still complimenting the Centene Office Tower. Catherine asked that the members review the proposal and provide the developer input and recommend options for design and materials.

Mr. Wislow advised the members that a formal proposal for the project has been submitted to staff, but realizes that this review this evening is conceptual for the garage only. He indicated that the proposed design is HOK's preferred design.

Chairman Sanger reiterated that this is conceptual review only this evening and therefore, no vote will be taken.

Mr. Wislow stated that the garage which will service the office building has been sized to meet Zoning Ordinance requirements at 3 cars per 1,000 square feet. He stated that in reality, retail is the presence that continues to Forsyth Court and that individuals walking or driving down Forsyth will see the retail presence as it grows up to 26' at the western edge of the garage. He stated that outdoor furniture will also be seen at street level so therefore, people will see retail, awnings and outdoor furniture along Forsyth.

A PowerPoint presentation began, with slides depicting color renderings of the proposed garage.

Jim Liberman asked if glass is incorporated into the garage.

Mr. Wislow replied "no". He stated the garage is being constructed of high quality architectural pre-cast which is simplistic and clean and will compliment the office building. He stated that looked at garages in Cleveland (photo presented) and Australia (photo presented) to try and find a way to "hide" the garage, but HOK did not want to hide it. He stated they also looked at a green garage and one with fabric coverings (photos presented), but that there is a 50% open requirement that needs to be met per Code for ventilation. He

stated that additionally, fabric will only last up to 8 years. He stated that other options that were considered were super-sizing the grid of the garage and incorporating mesh in-fill panels, but those as well did not meet the 50% open requirement.

Mr. Wislow presented a sample of the polygal material to the members. He indicated that the west wall must be fire-rated (solid). Slides representing various views of the proposed garage were presented. Mr. Wislow pointed out the location of the stair-tower, stating that its design is articulated. Mr. Wislow reiterated that the garage is to be constructed of high quality architectural pre-cast panels and that the retail projects out from the garage.

A slide depicting a building on the University of Chicago campus was presented. He indicated that this \$700 million project also had to get various approvals and that it is constructed of a high end pre-cast material which is difficult to differentiate from limestone.

Chairman Sanger asked Mr. Wislow if the proposed garage will be identical to the example (slide) presented (University of Chicago).

Mr. Wislow replied “no”. He indicated that HOK will “tweak” it based on their idea and quality, but that it will be similar in final form. A sample of the pre-cast material proposed for the garage was distributed. For comparison purposes, a sample of limestone was also distributed. Mr. Wislow stated that this pre-cast material is not inexpensive and that it will be acid-washed, unlike one’s preconception of pre-cast.

Jim Liberman asked if there is a cost difference between the limestone and the pre-cast material being proposed.

Mr. Wislow replied “yes”. He stated there is a significant cost difference and that carving of limestone could not be done.

Chairman Sanger asked Mr. Wislow if there is a building similar to that being proposed in the area.

Mr. Wislow indicated that he is not aware of one in the St. Louis area. He stated that this garage is not similar to those seen in downtown St. Louis. He then invited the members to come to Chicago to see the mock-up. He advised the members that staff has asked that the plans be re-done and that he is aware of staff’s concern with architectural detailing. He stated that the columns will be painted dark gray so they are not visible. He stated that he realizes that the garage grows for Phase II and that they may have to do something different such as creating a deep reveal at each column to help break-up the building mass, which is not as simplistic as they desire, or to set back the spandrel at the fifth level and make it a different color. Various renderings of each of the two possible options were presented.

Steve Lichtenfeld asked if the garage grew in height.

Mr. Wislow indicated that its height has increased since the proposal presented in 2007.

Steve Lichtenfeld commented that the garage is very high and ponderous and that he is not sure it compliments the office building, but rather may be contradictory to it. He questions the color of the garage.

Mr. Wislow stated it will be a gray color.

Steve Lichtenfeld stated that it seems more like concrete. He then referred to the rendering contained in the submittal dated July 11<sup>th</sup>. He stated in that rendering, the garage seems to have more articulation and is softer and better suited to the office building.

Mr. Wislow indicated the difficulty lies in going from Phase I to Phase II. He again indicated that the number of parking spaces is required by the Zoning Ordinance.

Steve Lichtenfeld asked how many levels are below grade.

Mr. Wislow replied “2”.

Steve Lichtenfeld commented that other garages in Clayton have gone deeper.

Mr. Wislow stated they can’t go much deeper or they will hit rock.

Mr. Lance Cage (Clayco) indicated that there is also a storm sewer issue as well.

Steve Lichtenfeld stated that he would like to see more articulation and a less heavy, massive design. He stated the garage would be a boring, heavy appearance on Forsyth where the City is trying to create “life”.

Mr. Wislow commented that what they are doing lightens the building and that they believe the previous submittal was more massive. He indicated that cast in place has gotten very expensive.

Steve Lichtenfeld stated that he had no idea the garage was going to be so high.

Mr. Wislow stated that they cannot change the size; the spaces being provided are required.

Jim Liberman stated that he likes the garage design, but not for Forsyth Boulevard and that this is not what the City should be doing on our “main street”.

Catherine Powers indicated that the City is not asking for this number of spaces; that the number of spaces being provided is based on the parking demand study prepared for this project and that the number is up from the original proposal. She stated that other parking mitigation methods are available.

Jim Liberman asked about the 50% open requirement as mentioned by Mr. Wislow.

Catherine Powers indicated that the Code requires that garages be 50% open if there is no sprinkler system, which is expensive.

Jim Liberman stated that it amazes him that this is the garage that the City has to have. He asked that 2/3 of Forsyth Boulevard not be ruined and that this proposal is somewhat disconcerting.

Mr. Wislow advised the members that the number of spaces being proposed is actually below what the Zoning Code would require.

Catherine Powers agreed.

Mr. Wislow stated that there are between 250-0280 spaces a day in the Plaza's garage that are not used. He stated that he would like to build a smaller garage if they could.

Ron Reim stated that the garage, in final form, is massive and will cast shadows on area buildings. He stated that personally, he has no problem with the proposed material, but agrees that vertical elements and more articulation should be implemented into the design.

Craig Owens agreed that the garage is large.

Mr. Tyler Stephens, Core 10 Architecture, stated that he thought, without having a copy of the Building Code handy, that the 50% open requirement did not apply to all four sides. He stated that in that case, the Forsyth elevation could be less open.

Mr. Wislow agreed.

Mr. Gaidis stated that there are already no openings on the west elevation.

Mr. Stephens indicated that the Code discusses adjacent and opposite sides with regard to the open requirement. He commented that he agrees that concealing vehicles is important in a residential area, but that it would be preferred to have a "nice skin" for the garage.

Steve Lichtenfeld asked about the frit glass for the office building.

Mr. Wislow indicated that they may not use that type of glass. He stated they may use a new material (Vericon) which is more transparent than Frit. He stated the fritting on the glass is not intended to shield headlights and that it would have to be heavy in order to accomplish that.

Chairman Sanger asked if any possibilities have been explored to make the garage look more like the office building.

Mr. Wislow indicated that the architects do not want the garage to look like the office building.

Mel Disney, Clayton resident, asked if staff knew how many below grade levels are in the Pierre LaCledé garage.

Jason Jaggi stated that staff would have to do some research to determine that.

Mr. Disney indicated that he believes there are at least 4 levels below grade. He stated that the Centene garage will be at the City's corner of "Main and Main" and that the proposed structure does not belong there.

Mr. Robert Will, Attorney with Lewis, Rice & Fingerish, representing the Turk and Altman families (owners of fee interest 7718 Forsyth Boulevard) introduced himself.

Chairman Sanger asked that his comments be limited to the architecture of the building, as that is what is being discussed this evening.

Mr. Will asked how many feet back is the garage set back from the retail.

Mr. Wislow replied "9 to 10 feet".

Mr. Will asked the useful life of the structure.

Mr. Wislow stated it should last 40 to 50 years.

Mr. Will asked if excavation will traverse other properties, including 7718.

Mr. Wislow replied "yes".

Mr. Gaidis indicated that he is not sure excavation will go that far to the east.

Chairman Sanger asked Mr. Will to deal directly with the developer or the City separately with these types of issues. He informed Mr. Will that this Board is limited to the scope of their purview.

Kevin O'Keefe began to read a portion of the lease for the property at 7718 Forsyth.

Chairman Sanger reiterated that legal matters are not for this Board to discuss.

Ms. JoAnne Boulton, 6416 Cecil and member of the Housing Task Force, asked if there will be retail along Forsyth Boulevard.

Chairman Sanger replied "yes". He stated that retail will span along Forsyth and turn the corner at the south to Forsyth Court.



Mr. Wislow commented that this is very much like The Crescent.

Ms. Boulton commented that The Crescent is a condominium building, not a garage.

Chairman Sanger stated that he believes the consensus is that no one on this Board is thrilled with the proposal. He indicated although he is not an architect, he would prefer the structure look like a building versus a garage and that he does not believe the number of parking spaces being proposed per the Study for Phase II will be needed, although this is purely speculation. He stated that he thinks he would find integrating vertical elements into the design acceptable.

Mr. Wislow informed the Board that the cost for a below grade parking space is \$40,000.00 versus the \$19,000.00 to \$20,000.00 for an above-grade space.

Mr. Wislow asked about streetscape with regards to the street trees and lights. He stated that the tree canopies will grow so tight that the retail will not be visible.

Chairman Sanger asked if they are requesting that the trees be separated by 36 feet.

Catherine Powers indicated that the Public Works Director is adamant that the City's policy be followed (22' separation between trees); however, he is not here this evening.

Chairman Sanger stated that the City wants this to work, but that it has to work for the City as well and that something more appropriate is needed for the City's "Main and Main" and that he expected something more special.

Steve Lichtenfeld indicated that the office building is quite elegant and has everything that the garage does not.

Mr. Wislow advised the members that he has asked the City to provide him with photographs of garages that would be acceptable to staff. He stated that they are at a loss here.

Mr. Gaidis indicated that ideas need to be channeled through their client.

Chairman Sanger commented that this Board represents Clayton's interests and that it is his guess that if this proposal were being formally presented, that it would be denied.

Jim Liberman stated that he believes this is a site planning issue and that a massive structure such as this does not belong on Forsyth Boulevard. He stated that he would do his best to limit the number of spaces so it can be pushed down to limit the height.

Ron Reim stated that it is his opinion that the garage needs articulation and more imagination.

Mr. Wislow asked for direction.

Kevin O'Keefe stated that there are standards in the Ordinance and that any proposal is subject to personal taste.

Mr. Wislow stated that this is a big challenge.

Kevin O'Keefe informed Mr. Wislow that this Board is not bound by cost.

Mr. Wislow indicated that they are bound by cost. He stated they have to make the project work, but that there are realities of the market place as well.

Chairman Sanger suggested the applicants go back to staff with ideas.

Steve Lichtenfeld indicated that this Board is not here to design projects, but to review them as they are presented; however, he asked if they have considered stepping the building back and if everyone believes it is over-parked, maybe eliminating a level or stepping the north side back and when Phase II is constructed, stepping that first level back as well.

Mr. Wislow indicated that they would lose spaces and have to go even higher.

Steve Lichtenfeld stated that maybe Phase II is over-parked and that they may have to go as tall, but it could contain fewer spaces and appear less massive from the north (Forsyth) side.

Chairman Sanger stated he did not want to push too hard to violate the parking requirements.

Kevin O'Keefe stated that if the second phase is built, that parking must be provided somewhere.

Being no further questions or comments, Chairman Sanger thanked Mr. Wislow for the presentation.

FENCE INSTALLATION – 500 S. HANLEY (continued from earlier in the meeting)

No one was in attendance to make a presentation.

Steve Lichtenfeld made a motion to table this item. The motion was seconded by Jim Liberman and unanimously approved by the Board.

Note: Marc Lopata returned to the member table.

CITY BUSINESS – DISCUSSION ITEM – RESIDENTIAL HISTORIC PRESERVATION ORDINANCE

Catherine Powers explained that the City of Clayton currently contains several federally designated historic districts and that while these districts are an asset to the City and a subject of pride for the neighborhood, the federal designation is honorary and does not impact demolition and/or redevelopment in the area. The only method of influencing redevelopment in historic districts is by the adoption of a local historic district via an ordinance approved by the Board of Aldermen. She stated that over the past several years, a small number of residents in specific districts have requested local historic designation to stop a project they felt was not in keeping with the neighborhood. Staff and the Plan Commission researched the implementation of historic districts, but neighborhood proponents were never able to gather a majority of property owners' signatures on a petition and the effort was suspended. In February, 2006, the Board of Aldermen appointed a Housing Task Force to consider housing related activities including a Residential Historic Preservation Ordinance that would provide regulations for designation of local districts and review processes for qualifying projects within the districts. After several months of discussion with Task Force members and experts in the field of Historic Preservation, as well as extensive research from the State and neighboring communities, a Residential Historic District Preservation Ordinance was recommended by the Housing Task Force on January 22, 2008. The Housing Task Force differs significantly from these earlier efforts because it represents a pro-active stance by authoring a city-wide Residential Historic District Preservation Ordinance which establishes the policies and regulations which all proposed districts in the City would follow to obtain local historic designation and also sets forth the process governing the review and issuance of demolition/building permits once a local district is established. The Residential Historic District Preservation Ordinance will be a part of the Zoning Ordinance similar to the regulations governing Planned Unit Development and Special Development Districts. When a qualified area receives approval, that area will become an Article contained in Chapter 22A (Zoning Ordinance) which governs Overlay Zones and Urban Design Districts. She stated that key components of the draft historic preservation ordinance include:

- The governing document will be entitled "Residential Historic Preservation Ordinance".
- The Architectural Review Board, in consultation with a historic preservation professional, will review and decide upon applications for demolition, alteration and new construction in locally designated areas. The consultant will operate similar to the City's Contract Landscape Architect and will be paid for by the developer but answerable to the City.
- In order to be eligible for designation, the area must be listed on the National Register of Historic Districts.
- This ordinance applies to residential neighborhoods and excludes Urban Design Districts. (see map)

- 66% of the property owners within a proposed district must vote to participate before a moratorium on development is initiated.

Catherine indicated that this Ordinance and a map is being presented at this time for discussion purposes only. A public hearing for consideration will be scheduled at a later date. Catherine noted that an updated map was placed at each member's desk prior to the start of this meeting. She stated that this Board will play a key role with regards to historic districts and that there is no intention of setting up a separate Board.

Chairman Sanger asked what staff would like this Board to accomplish this evening.

Catherine Powers indicated that she wanted to introduce the ordinance.

Ms. JoAnne Boulton, Housing Task Force member, stated that demolition was a cause of concern and that this local designation is purely voluntary.

Chairman Sanger asked that this discussion be scheduled for a lighter agenda with a full compliment of the Board present before a public hearing is scheduled.

Being no further business for the Plan Commission/Architectural Review Board, this meeting adjourned at 7:25 p.m.

---

Recording Secretary